

# LAND USE PLAN

## CITY OF WATERTOWN

Jefferson County New York

# LAND USE PLAN

## CITY OF WATERTOWN, NEW YORK

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A. BACKGROUND

The City of Watertown has experienced pronounced changes in population and economic conditions since a peak growth period following World War II. A 1950 population of about 34,500 persons steadily declined to 27,860 persons in 1980.

The 1970's saw the sharpest 10-year loss of population, a relatively stagnant economy, negligible new construction and investment, deteriorating community facilities, increasing counts of lower-income households, and unemployment rates consistently among the highest in New York State. Jefferson County and surrounding communities did not see significantly better conditions.

1978 projections anticipated little change by 1990. Watertown was expected to probably lose still more population, with only modest growth anticipated in Jefferson County and the region.

This picture was abruptly changed by the late 1984 decision of the Department of Defense to locate the U.S. Army's 10th Mountain Division at Fort Drum located about five miles northeast of Watertown. The Division's full strength of 10-11,000 soldiers is being phased in by the early 1990's. Military family members plus Federal civilian support personnel households will bring the military-related population increase in the Watertown area to perhaps 28,000 persons. Extraordinary economic spinoff effects of this Federal action is generating additional permanent residents, expected to result in a regional population spurt approaching 40,000 persons. A billion dollar construction program is temporarily adding 3-4,000 construction workers. Jefferson County will experience at least a 30% population increase.

Watertown, as the major nearby community, with vacant land resources and in-place capacity for sewer, water, and other services, is a primary impact area being subjected to pressures for housing and other community facilities and services.

1985 Federal Office of Economic Adjustment population projections suggested a City population increase approaching 4,200 persons. This was based on market/capacity determinations of military families to be housed in 600 Section 801 housing units to be privately constructed in the City under lease arrangements with the Army, occupancy of all reasonably sound existing vacant units in the City, and projected private construction of about 250 other new units.

However, compared to the 250 new private units anticipated by OEA, more than 700 units are already under construction or programmed. With other rental projects and single-family home construction, 1,000 new units are likely. Actual added population in the City could approach 7,000 persons . . . . a 25%

increase. Within five years, the City is likely to regain the population lost over the past 35 years.

This abrupt rebound of population and housing demand in the City and region is being paralleled by substantial investment in retail, service, office, and other facilities needed to support these expanded markets, as well as the substantial purchasing power of Fort Drum itself. Additional commercial and industrial spinoff investment is occurring; new employment opportunities are accelerating. A comprehensive study to measure expected Fort Drum impacts within the region is underway by the newly created Development Authority of the North Country (DANC), with New York State funding assistance. This study will help to guide municipal, county and regional plans and programs needed to respond to the pressures being generated.

Fort Drum is expected to progressively ease the City's chronic need for investment and jobs. However, it also imposes significant demands on the community:

1. Housing

Housing needs will be compounded. Current and pending new construction may not keep pace with the total demand being placed on the City to accommodate new population. Commercial development is also eliminating some standing housing. Competition for the existing housing stock is increasing. While this will help preserve many deteriorating dwelling structures, it is likely to impose increased shelter costs on the City's substantial lower income population occupying the older housing stock. Expansion of housing for lower income households is already compounded by a 14% subsidized housing stock in the City, as well as dwindling land resources and escalating costs. An extremely tight housing market, with negligible vacancies, is already evident. There is a critical need to stabilize and protect all existing housing, as well as land resources available for housing expansion.

2. Central Business Area

The City's business core around Public Square has traditionally benefitted from its regional dominance and relative isolation from competing centers. Interstate Route 81 skirting the west boundary of the City brought the first local shopping center competition along Arsenal Street. Some smaller centers appeared on other major arteries of the City's radial street pattern. However, the central business area continued to house larger retail outlets and hold its own against such competition.

Fort Drum has also significantly affected this picture, generating the 1986 opening of the 500,000 s.f. Salmon Run Mall immediately outside the City at the Arsenal Street exit of Route 81, as well as expansion of existing City shopping centers along Arsenal Street. Several of downtown's major retailers have already moved to the Mall. Downtown retail activity will clearly decrease. The task will be to redefine downtown's role in the community and region and to find new market niches for retail and other activity and appropriate use and occupancy of vacant buildings and sites. The substantial tax base, job generation, community identity, and other features of a strong City Center must be maintained.

### 3. Other Economic Development

A regional climate has been established for steady expansion of commercial and perhaps some industrial facilities. The City will continue to be the focus of some of this investment interest, variously attracted by population and traffic concentrations, potential employee resources, utility services, and other factors. A point of saturation of the potential market cannot be predicted.

Areas within existing strip concentrations of commercial activity along arterial streets will see some of this demand. However, there will be a need to control any haphazard or incompatible pattern of expansion along these streets which might adversely impact on adjoining housing and neighborhood resources, compound traffic problems, or weaken the competitiveness of the central business area and other established business concentrations. In general, it appears to be desirable to encourage infill, consolidation, and strengthening of the City's existing centers, rather than permitting any further dispersal. Some strips are likely to decline due to competitive development.

### 4. Traffic and Community Facilities

The increase in population and business activity is already overtaking the capacity of the City's traffic system. Local and through traffic, including movements to and from Fort Drum, is routinely congesting portions of Arsenal, State, Washington, Main, and other major arterial streets. This is compounded in the central business area because of the converging pattern of radial streets, and the lack of adequate circumferential links for bypass movements. Such congestion is prompting increased movement into and through adjoining residential neighborhoods. Certain streets such as Coffeen and Huntington are being pressured as alternate routes for through movement despite limited width and capacity, also adversely impacting on existing and new housing concentrations.

Such traffic distress became even more serious with recent disclosure of additional problems in the City's bridges crossing the Black River. Four of the five bridges now face replacement or substantial repair and reconstruction; two are now closed for such action. This situation will aggravate all other traffic problems for an extended period.

In general, the City's outdated street system also has many problem intersections and other capacity restrictions, as reported in the Fort Drum Area Transportation Study prepared in 1986 for the NYS Department of Transportation by Roger Creighton Associates. Some key intersections are identified for a failing level of service by 1990 based on anticipated traffic volumes; given early improvements by the City to address such limitations, some of the same intersections are predicted to again be deficient by 2010.

The City faces a clear need to plan and program a significant series of traffic capacity improvements. In addition to programmed bridge work, a major new street bypassing Public Square along the River and connecting Mill and Factory Streets on the east and Coffeen Street on the west, is scheduled for 1988 construction.

In order to correct prior deficiencies and to support growth being generated by Fort Drum, the City has also had to program a variety of major improvements in other community support systems. These include water supply and treatment, wastewater treatment, hydroelectric generation, and fire protection. The City is also supporting needs beyond its boundaries, including a DANC regional plan to tie Fort Drum and the adjoining development corridor into the City's upgraded water supply and wastewater treatment systems.

Improvements in park and recreation and other community-wide services are also being programmed, in addition to continuing upgrading of neighborhood facilities.

While the City aggressively pursues all possible State and Federal assistance for such activities, the demand on municipal financing is significant.

As long-range impacts of Fort Drum are still being measured, the City has responded positively to early requests to accommodate the scattered site construction of housing units to be leased to the U.S. Army, as well as a variety of other housing and commercial projects. The majority of these early projects, although substantial in scope and often complex in required programming of public and private actions, have involved relatively clear localized land use and zoning decisions. The early investment

proposals have typically focused on larger available vacant sites prominently located within the established traffic and land use patterns.

However, it is apparent that substantial pressures of continuing investment in all sections of the City will increasingly create situations of conflict in land use choices and in protection of existing land use resources. There is a clear need to evaluate existing and future land use and development patterns and resources on a more comprehensive community-wide basis, and to establish basic objectives to guide future land use and zoning determinations.

The Land Use Plan is intended to be both a policy statement and decision-making tool. The Plan is based upon reasonable consideration of the character of the City as a whole and each area of the City; the need for, and suitability of, various land uses in each area, the conservation of property values, and other factors affecting public health, safety, and welfare. It identifies appropriate land use and development patterns and densities which protect the community as it exists while acknowledging prospects of growth and change. The plan is not inflexible; there is reasonable latitude for property owner and investor development decisions which are consistent with basic community needs and objectives.

## B. BASIC LAND USE OBJECTIVES

The City's remaining undeveloped land resources are limited, not only in acreage, but in terms of varying restraints in access, topography, drainage, subsurface conditions, utility services, and other factors. However, in view of demands generated by Fort Drum, it is likely that many of the remaining vacant and marginally utilized land areas along the City's perimeter will eventually see some development overtures. In most cases, such development can be encouraged, given compatibility with surrounding uses and reasonable solutions to development limitations.

At the same time, there may be increasing pressure for development or redevelopment of smaller properties within built-up areas. There are existing City and privately owned sites where appropriate development proposals would clearly be feasible and desirable. However, there are scattered vacant and underdeveloped sites where inappropriate development could adversely affect the value and integrity of established neighborhood uses. Market pressures for change must always be weighed against the long-range impact of the change on the community and neighborhood.

The important land use objectives of the City of Watertown are:

### 1. Preservation of Existing Housing and Neighborhood Resources

This is a primary goal. Without minimizing economic and other needs, community quality relies on preserving and protecting the City's major residential neighborhoods, not only for the sake of current residents, but in order to sustain new homes. The City cannot afford to lose much additional existing housing, except where it is impaired by other strong land use forces and considerations. Within the major neighborhood areas, all actions have to be supportive of preserving sound housing, improving deteriorating housing, and introducing appropriate new housing.

### 2. Expansion of Housing Supply

As noted, existing and programmed new housing is likely to be substantially occupied by significant initial growth in new households anticipated over the next several years. Low vacancy rates will persist. Additional new housing of all types must be encouraged in order to sustain continued population growth, and equally important, to create some flexibility and choice in the available supply for housing shifts within the resident population and for new household formations. Before Fort Drum, Watertown had chronic problems of inadequate housing choice. Despite some limitations, there appear to be sufficient opportunities to progressively introduce a variety of new homes as the market expands.



### 3. Reinforcement of the City Center

Solutions to the relatively abrupt shift of major shopping strength out of downtown will not come easy, but it is critical that this area be stabilized and progressively revitalized. Emphasis must be placed on enhancing selected retail activity, reinforcing office and service functions, and in creating appeal for increased residential use. Aside from substantial employee, visitor, and other populations sustaining shopping and service functions, the City Center can continue to be the key regional focus and destination for banking and financial dealings, government activity, business conferences and other gatherings, and cultural facilities and events. Increasing Canadian and other long-distance visitors, attracted by the Salmon Run Mall and other expanding activity generators, can have some spillover effect on downtown visits. Historic features and the riverfront setting are also special resources which can enhance business, resident, and tourist activity.

### 4. Consolidation of Supporting Business Centers

Watertown has an extraordinary amount of commercial strip development for its size, traceable to the historic pattern of major streets radiating from Public Square. Coupled with industrial use and railroad links, this haphazard pattern of mixed land use has negatively affected many residential areas. Market shifts suggest that current business use allocations cannot all be sustained. In view of the importance of bolstering the City's housing components, as well as the City Center, gradual retrenching of marginal business strips is important.

While viable existing business activity along major streets must be supported, particularly where important neighborhood services are provided, further linear expansion should not be encouraged. And to the extent possible, such areas should be consolidated, with easing out of marginal business uses, favoring any prospect of housing reinforcement and expansion.

### 5. Protection of Industry

There is little reason to expect any significant industrial growth in the City; there are only a few areas where it could reasonably locate. There should be some flexibility in being able to accommodate smaller industries which may consider appropriate locations near other industry or where otherwise suitable. In all cases, the City's existing industries must be protected, and where feasible, be permitted to expand.

6. Development of The Arsenal Street Corridor

Aside from City Center redevelopment opportunities, this southeasterly corridor extending to Route 81 and the Salmon Run Mall is the City's major economic development area. Much of the vacant acreage along Arsenal Street has been rapidly committed or programmed for retail, fast-food, motel and other expansions due to its locational advantages and appropriate zoning.

The Arsenal Street business corridor isolates a small residential area and large relatively low-lying vacant area extending south to the Conrail line and Massey Street. Some of this area has potential for major new development, depending on solutions to access and other limitations. To a great extent, the future of this area and the intervening residences is controlled by continued development events along Arsenal Street. Where feasible, consideration should be given to restraining other new development along Arsenal Street which might limit future chances to effectively use this land resource. It would be important, for example, to seek to reserve at least one prominent entry corridor from Arsenal Street.

An early planning effort should be initiated to refine and identify community needs, market directions, and development opportunities for this key area.

7. Traffic System

Land use objectives rely on an adequate framework of public streets to meet routine and emergency access and circulation needs of households, businesses, and government and other services within the community, meshed with through movements generated by regional development and traffic patterns.

However, in meeting these needs and improving the City's existing systems to accept increased traffic generated by the Fort Drum decision, traffic demands must be reasonably balanced with preservation of adjoining property and activity. Even where streets can be upgraded to carry increased traffic volumes, the traffic may prove excessive in its adverse effect upon both residential areas and business operations. In some cases, distribution and diversion of traffic to other corridors may be desirable. Future actions by the City to accommodate increased traffic will clearly have to focus on selected intersection and signalization improvements and possible widening of some key street links; some new streets, in addition to the Public Square bypass street already noted, may be necessary.

As a general consideration, it appears to be vital that State and regional agencies devise and implement a direct high capacity connection between Interstate Route 81 and Fort Drum to divert those major traffic components which are not linked in any way to the City. No matter what actions the City may take, it is extremely difficult to foresee adequate relief of long-range traffic problems in the City if it must continue to function as a favorable through route to Fort Drum in addition to accommodating all other new traffic generation and cross-town movements. A comprehensive strategy and plan will have to be prepared for all such improvements on both a City and regional basis.

8. Public Lands, Historic and Natural Resources, Environmental Considerations

There is no known expectation of major governmental facility expansion in the City; there will be some shifts in locations of existing City and other facilities intended to improve community services, including a proposed new U.S. Postal Service center slated for the western section of the City between Arsenal and Coffeen Streets. County government is expanding its office facilities in the City center.

Protection of the City's historic buildings and sites is a key objective of any land development or redevelopment actions. This should include resources which may be of National Register of Historic Places caliber as well as any of local historic significance. Properties currently listed on the National Register are concentrated in the City Center around and near Public Square. John C. Thompson Park is an Olmsted park likely to be eligible for nomination to the Register, and there may be other buildings and sites in the City similarly eligible. There are still other properties which are of some local significance, particularly around the downtown core and along the Black River. Consideration should be given to a comprehensive survey of the City to identify such resources, so that they can be protected and meshed into the planning of any land use and development changes.

The City has recognized the importance of long-range improvement of public recreation accessibility and visual exposure of the Black River corridor as a potential extension of such systems planned outside the City, with some possible early priority on improvements which will also enhance the downtown setting. As in many communities, such natural resources were historically afforded a backdoor treatment.

Environmental concerns are addressed in the course of any significant growth and development activity, prescribed by law and by public opinion. There do not appear to be extraordinary problems associated with potential new development in the City. As both a source of water supply and a key natural and community asset, the Black River must be increasingly safeguarded. Certain vacant land areas in the City are also important drainage detention areas; any development of such areas and adjoining upland areas must anticipate drainage control and management.

### C. LAND USE PLAN

The Land Use Plan establishes future land use objectives for the City, taking into account existing use patterns and relationships, the permanence and desirability of such uses, market expectations and probability of change, community needs and goals noted previously, and related considerations. It is not a zoning map; it does not control land use in the City. However, when endorsed by the City Planning Board and the City Council as a guideline for land use determinations, it will influence future zoning and development decisions.

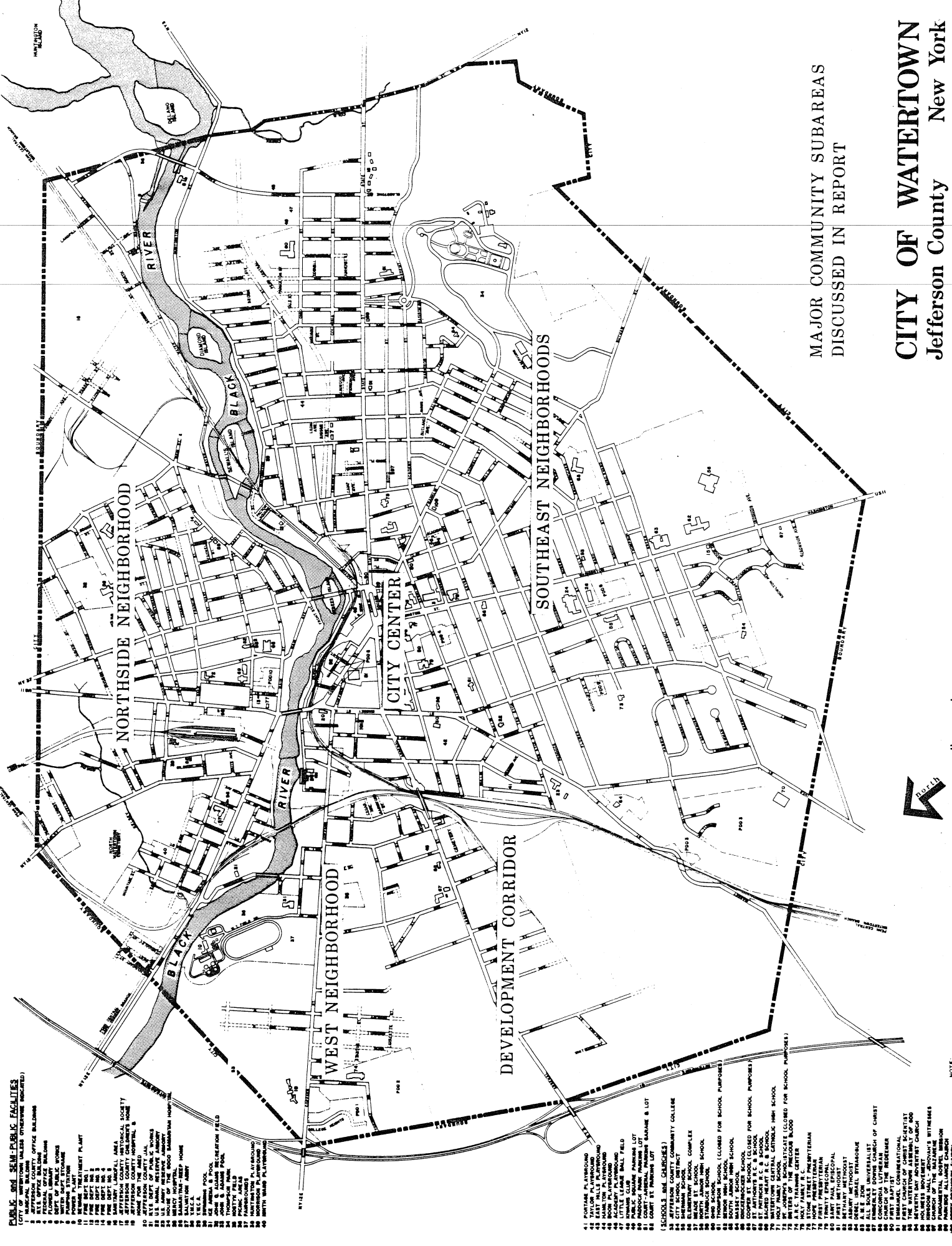
In the majority of areas, suggested land uses approximate both existing land use and zoning. However, in some areas, identified uses are not consistent with existing uses and zoning. This does not suggest that all such existing uses are somehow to be modified or eliminated; uses in these locations may continue indefinitely; they may even expand if permitted by current zoning. Similarly, a new use could be developed in a vacant area in accordance with existing zoning although inconsistent with the Plan land use designation.

The Plan does not call for radical changes in land use. Watertown is a built-up community. Future land use control has to proceed on the basis of established uses and the importance and permanence of such uses. Existing problem uses cannot necessarily be eliminated; the slate cannot be wiped clean of all incompatible use situations. In certain cases, however, consideration may have to be given to some zoning modification, depending on the potential for adverse effects of any new or expanded development on land use resources and objectives. In general, it would be desirable to address any such zoning changes which foster important land use objectives on a City-wide basis before undesirable development prospects surface.

The Land Use Plan identifies those uses and combinations of uses which should be encouraged as much as possible within the framework of existing and future zoning and other development controls. It clearly implies that other uses should be discouraged as much as possible, and that zoning amendment and related development decisions should be made accordingly.

The land use objectives shown on the Plan are self-explanatory. Relative densities are implied, but there are no specific limitations; densities are primarily dictated by existing uses, and will vary from area to area as a function of types and sizes of structures, land coverage, subdivision patterns, capacity for new uses, and other variables.

Major subareas of the City are shown on the small map bound into this report:



**PUBLIC AND SEMI-PUBLIC FACILITIES**

- 1 MARSHAL BUILDING (WATER SUPPLY DISTRICT)
- 2 CITY OFFICE BUILDING
- 3 CITY OFFICE BUILDING
- 4 FEDERAL OFFICE BUILDING
- 5 DEPT. OF PUBLIC WORKS
- 6 PLUMBING STATION
- 7 POWER PLANT
- 8 POWER PLANT
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MAJOR COMMUNITY SUBAREAS  
DISCUSSED IN REPORT

**CITY OF WATERTOWN**  
Jefferson County New York

APPROX. SCALE: 1" = 2200'

NOTE: (PLANNED DEVELOPMENT DISTRICTS)

## 1. City Center

It was previously suggested that the historic function of the downtown area is changing. While the area may be less prominent as a shopping destination, its role and image as the key activity center of the City and region must prevail. It should be recognized that downtown Watertown is still the primary multi-purpose business, financial, government, and cultural gathering place of an economically strengthened and expanded region. It continues to have retail potential geared to selected markets and a significant employee, visitor, and resident base.

The City Center designation is extended north across the River to integrate both the north shore and the River itself into this focus of community activity. Proposed City Center land uses do not differ from the historic pattern of downtown activity, recognizing that there will be some shifts in land use emphasis.

Redevelopment of the vacant Woodruff Hotel site north of Public Square is a key to reinforcement of downtown objectives; effective reuse of other vacant sites and prospective vacant buildings within the area is also critical. Increased high-density residential use is encouraged as an important land use component. Another key consideration is that new investment interest within the City for uses appropriate to the City Center be directed to this area as much as possible and not be casually permitted to be diffused into outlying areas; this is consistent with the need to consolidate and restrict further business strip development along the City's arterial streets. Relief of Public Square traffic via the proposed bypass street and potential enhancement of public access and activity along the River should contribute to revitalization objectives.

More detailed guidelines to such objectives and efforts toward resurgence of the core area are outlined in A Master Plan for City Center Area report prepared by the City's planning staff, a Downtown Market Assessment now being prepared by the National Main Street Center, and related recent planning studies. Inevitably, the success of such City Center efforts will depend upon a strong public-private coalition.

## 2. Southeast Neighborhoods

Except for strip concentrations of non-residential use along Washington Street, State Street, and Eastern Boulevard, this large area is solidly residential, housing more than 60% of

the City's population. It also contains major new housing concentrations now under development, and offers substantial resources for additional new housing.

All land use and zoning decisions should be sensitive to the need to protect the key residential function of the area, as well as its major school, park, and other public and institutional facilities.

All types of new housing can be developed in the area; it is the major resource for additional new single-family homes in the City, although available land areas have development limitations. Consideration should be given to development of clustered single-family homes where appropriate.

Of concern are potential impacts of increased traffic to and from Exit 44 of Interstate Route 81 via Washington Street. The increasing congestion of Arsenal Street at Exit 45 may generate greater activity at the southerly exit. Prospects of eventually diverting such traffic via a north-south corridor between Arsenal and Massey Streets should be considered.

The City's largest concentrations of deteriorating housing are located within this area, primarily east of the City Center north of State Street. Also adversely affected by exposure to much non-residential use, resources to continue to stabilize and restore such housing should be pursued.

Current zoning in these neighborhoods is generally consistent with basic land use objectives.

### 3. North Side Neighborhood

The North Side has traditionally been a strong residential neighborhood, and continues to house almost 25% of the City's population. It contains much older housing which has been improved through rehabilitation programs, as well as some newer housing concentrations. As in all other areas, housing use must be reinforced. There has been pronounced intermingling of business and residential use along the major streets which adversely affects housing resources. More than any other area of the City, it would be desirable to at least contain and prevent further spread of such conditions to help stabilize housing values. The Plan clearly implies some easing of commercial emphasis along these streets while recognizing key concentrations serving the community and neighborhood. Such land use consolidation will also help mitigate the effect of traffic increases.

There are several vacant areas which would permit development of some new housing, although restrained by some development limitations as well as relationships to non-residential use.



The market is likely to eventually focus on such bypassed areas.

The North Side houses the City's largest industry, the New York Air Brake Co., as well as small industries scattered along the River. While recognizing the prospects of continued industrial use, land use emphasis is on residential expansion. A large vacant site between Water and Pearl Streets could readily be allocated to industry, given a significant economic development opportunity. However, it is allocated for housing. There is an occasional land use dilemma in such areas of proximity to existing industry. It would be easy to designate this area, for example, for industrial use, although such use is not reasonably expected. Housing needs could eventually also be served on this site, although it would rely on careful planning of the housing and parallel efforts to reduce negative impacts. At this time, the general area east of Pearl Street is one of the least certain land use components of the Plan. There are scattered industrial uses which will continue, but unless expansion is likely, they should not act to limit other possible development needs.

Existing zoning in the North Side generally follows the overall land use pattern, but there are significant areas on Main, Bradley, LeRay, and Mill Streets where residential land use is prescribed for business and industrial zones.

#### 4. West Neighborhood

This relatively small corridor is centered on Coffeen Street and is substantially allocated for residential use. Several years ago, it was a lightly developed neighborhood of the City; it has rapidly become a key housing resource area due to four major new housing projects recently completed or under construction, involving the largest grouping of Section 801 housing, an elderly housing project, and two other large rental housing areas. Other scattered new rental housing has been completed. It still has other vacant areas suitable for various types of additional housing, including scattered lots for infill of single-family homes. Most of the housing is not significantly affected by proximity to the Arsenal Street business corridor due to topographic separation. The east end of the corridor approaching Massey Street contains scattered business activity as well as a limited industrial use area. These uses also do not severely impair the housing.

Traffic conditions may be expected to increasingly conflict with the expanded residential focus of this area due to sharp increases in volume on Coffeen Street as drivers have elected this route to avoid the Arsenal Street congestion.

Existing zoning over most of the area is generally consistent with the basic residential land use objective, but similar to the North Side neighborhood, certain business zoned areas along Coffeen and Cedar Streets are identified for residential use.

In both the North Side and West neighborhoods, prior zoning tended toward strip extension of business and industrial use along major portions or intersections of arterial streets. Whether or not warranted by market and other considerations at the time, current land use needs and market limitations appear to clearly favor protection and expansion of residential resources. This situation is a significant problem in control of land use and development and in achieving community objectives.

#### 5. Development Corridor

Arsenal Street remains solely allocated to business use, consistent with the substantial expansion and new development already committed. Remaining residential frontage and perhaps certain residential properties to the south will eventually succumb to additional market demands. This small enclave of residences south of Arsenal Street is the major instance of an existing residential use area being designated for non-residential use. This suggests only that housing conditions probably cannot be sustained on a long-term basis, in view of the location and prevailing market forces.

The Arsenal Street corridor is closely linked with the vacant land corridor to the south, which is a key future development opportunity area, despite access, drainage, and other limitations. The City owns a major portion of this area, which could perhaps provide as much as 150 acres of developable land. Substantial existing acreage would have to be designated for drainage management. The area is tied into any prospects of creating a new traffic bypass corridor linking the City Center southwesterly to Route 81 anywhere between Arsenal and Washington Streets.

As suggested previously, development and redevelopment dealings along Arsenal Street should be alert to any favorable prospects for reserving appropriate access corridors from Arsenal Street into this area.

This entire area could logically be placed under some form of City-initiated planned development district designation. Eventual use of this area could be residential or business, or probably a combination of such uses. Industrial use is not likely and probably not desirable, but should not be fully discounted. Community needs and market considerations probably favor substantial residential use if it can be

adequately accessed and protected from negative influences. Another key concern is that new development not impose significant additional traffic solely on Arsenal Street; supplemental access is necessary. This is another instance where some land use flexibility should be maintained as the picture of long-term community needs and market demands generated by Fort Drum is able to be refined over the next several years.

It is clear that the entire area is too valuable to remain indefinitely fallow, and that any perimeter activity affecting the area should be viewed in terms of preserving future development options.

A comprehensive development needs and capability investigation of the corridor should be undertaken to refine the apparent opportunities and options which may be reasonably considered and promoted by the City. Such investigation should include (a) a basic inventory of existing land use and property ownership patterns and acreage in and around the corridor, (b) exploration of topography, soil bearing conditions, wetlands and drainage limitations, other natural conditions and features, extension of utility services, noise, and related development and environmental management questions, (c) feasible access and circulation patterns to support new development, including any prospects for easing of community-wide traffic problems via a major arterial extension through the area bypassing Arsenal Street, and (d) evaluation of relative market demands for residential vs. commercial and/or industrial uses, or any combination of such uses, and of the levels of supporting public facilities and services likely to be required for each.

It is again emphasized that the Land Use Plan is intended to be a basic guideline and working tool for land use, development, and zoning decision-making. It should be used to both guide and encourage development interests and to gauge whether specific development proposals are consistent with neighborhood and community goals.

It should also be used to continually monitor needs and trends disclosed in day-to-day land use and development dealings, as a clearer picture develops of the significant market forces and community influences imposed by Fort Drum. Are the land use objectives being substantiated by subsequent events? Does the Plan continue to reflect basic community needs and objectives? Is it realistic in suggesting certain uses in certain areas? Is it consistent with evolving market trends? Have new development needs or opportunities been disclosed which warrant further refinement in land use designations? Neither the City nor the Land Use Plan are static.

In view of the substantial pressures in the City, it would be desirable to consider some formal recognition of a Land Use Plan to guide and support future zoning and development decisions.

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